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NASA Procedural Requirements

COMPLIANCE IS MANDATORY**NPR 8800.15B**Effective Date: June 21,
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Request Notification of Change

(NASA Only)

Subject: Real Estate Management Program

Responsible Office: Facilities Engineering and Real Property Division

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Chapter 5. Facilities Utilization

5.1 Overview

5.1.1 Chapter 5 describes the requirements, procedures, and definitions for reviewing and reporting utilization of NASA facilities. The NASA Facilities Utilization Program (FUP) has been established in the RPMS for this purpose. The goal of the FUP is to ensure that NASA facilities are put to their highest and best use and that the facilities remain consistent with NASA program and institutional priorities. Chapter 5 covers:

- a. The roles and responsibilities of the Centers and their key managers, including the Center Directors and the Facilities Utilization Officers (FUOs).
- b. The objectives of the FUP.
- c. Review and reporting requirements.
- d. Facility status criteria and classifications.
- e. Standard allowance for office spaces.
- f. Space allowance for furniture systems.

5.2 Objectives of the Facilities Utilization Program

5.2.1 The FUP is designed to provide a uniform, orderly process for meeting and addressing the following objectives:

- a. Establishing facilities requirements that meet NASA's strategic and core capability needs.
- b. Allocating the available facilities and related resources optimally to meet NASA's program and institutional requirements.

- c. Identifying NASA facilities that are not needed or may become underutilized.
- d. Identifying NASA real property and facilities that, although not in excess of NASA's needs, may be made available for use by NASA contractors or other private entities through a lease, easement, or license agreement.
- e. Identifying and requesting required additional facilities resources.

5.3 Roles and Responsibilities in Facilities Utilization

5.3.1 NASA Centers General Requirements

5.3.1.1 Each Center shall maintain the operating records of its facilities and report on their usage and operation in the NASA RPMS.

5.3.1.2 Each Center shall establish a process that supports the transfer of this information from the facility operational personnel to the Center FEO on a timely and periodic basis.

5.3.1.3 Although the titles of managers used in the implementation of the FUP may vary among Centers, the designation discussed in this chapter is the FEO. The person assigned responsibility for facilities utilization management at a Center shall take on the requirements prescribed for the FEO.

5.3.1.4 At the JPL, the requirements outlined under Sections [5.3.1.1](#) through [5.3.1.3](#) of this NPR will be the responsibility of the NASA contractor that operates JPL to the extent specified in their contract.

5.3.2 The Center Director's Role

5.3.2.1 The Center Director shall document appointment of the FEO in writing and furnish copies to:

- a. The employees designated.
- b. The Financial Management Office responsible for maintaining general ledger control accounts of the property.
- c. The NASA Headquarters FERF Division.

5.3.2.2 The Center Director shall ensure that the work performance of the FEO is in accordance with the requirements of this NPR.

5.3.2.3 The Center Director shall establish a Facilities Utilization Review Board (FURB) to direct utilization of Center real property and to communicate that direction to the FEO, the RPAO, and other responsible persons and organizations at the Center.

5.3.2.4 The RPMS shall be certified annually for accuracy by the FEO and the Center Director per Section [5.4](#) of this NPR.

5.3.3 Responsibilities of the Facilities Utilization Officer (FEO)

5.3.3.1 The FEO shall be responsible for the following:

- a. Planning and coordinating the assignment of building space and routine requests for facilities adjustments.
- b. Coordinating the preparation for and the implementation of an annual Facilities Utilization Report.

- c. Establishing and maintaining an inventory of facilities assignments.
- d. Developing facilities utilization reports and analyses for field installation and Headquarters management use.
- e. Aiding the RPAO in developing plans for releasing leased spaces, phasing out temporary space, and disposing of facilities (including land) that are no longer needed.
- f. Supporting master planning and programming elements by providing facilities utilization data.
- g. Ensuring that the RPAO and the OCFO attend the meetings of the FURB.
- h. Supporting the operation of the FURB and ensuring that FURB decisions leading to utilization changes are recorded in the RPMS.

5.3.3.2 The FUO shall update the information in the RPMS no less than annually.

5.3.4 Role of Center Facility Utilization Review Board

5.3.4.1 The FURB shall ensure that the Center is properly addressing NASA's objectives for facility utilization, including the following:

- a. Establishing sound facilities requirements to meet the Center's requirements in support of NASA's strategic and core capability needs.
- b. Ensuring the optimum allocation of available facilities and related resources to meet the Center's programmatic and institutional requirements
- c. Developing projections of long-term facility requirements necessary to substantiate construction programs or land acquisition.
- d. Identifying Center facilities that may be or may become underutilized or excess to NASA needs in order to demolish or reuse such facilities by NASA or others via out-lease.
- e. Identifying as early as possible any NASA real property and facilities that, although not excess to NASA's needs, may be made available for use by NASA contractors or other private entities through lease, easement, or license agreement.
- f. Identifying Center requirements as early as possible to ensure timely and coordinated requests for required additional facilities resources.

5.4 Requirements for Annual Reviews and Reports

5.4.1 Automation of Facility Utilization Reporting

5.4.1.1 The RPMS has been developed, in part, to facilitate the FUP reporting process. The Center data in the RPMS is to be certified for accuracy annually by the FUO and the Center Director.

5.4.2 Facility Utilization Reporting Process

5.4.2.1 The Center FUO shall perform an Annual Utilization Review of all real property under the Center's cognizance. Utilization is expressed as the percentage of space used in comparison with the total space available.

5.4.2.2 Data gathered in the Annual Utilization Review is essential for updating the RPMS each Center by November 15 each year. The nature of each report is explained below:

- a. The Building Space Utilization Report (known as the 1400 Report) covers all NASA-owned buildings, space leased from other Government entities and private parties, and space occupied

under permit or agreements with other Government agencies within a given fiscal year. The 1400 Report contains information on:

- (1) The number of workers within each personnel category at each facility.
- (2) Net square footage by utilization category.
- (3) Book value.
- (4) Current Replacement Value (CRV).

b. The Facility Data Summary Report contains a brief summary of the utilization data of a chosen NASA location. The form contains information on:

- (1) The available acreage at the location.
- (2) The total net square feet of usable space.
- (3) The total number of personnel at the facility by category, i.e., Civil Service, Contractor, and Other Personnel.
- (4) The total recorded capital value of all land and facilities.
- (5) The facility identification.
- (6) The facility's book value (see Section [2.3.3](#) in this NPR).

5.4.2.3 On submission of data gathered in the Annual Utilization Review (the 1400 Report and the Facility Data Summary Report), the Center Director or a Deputy Center Director shall submit a signed letter to the Director, FERP Division certifying that all NASA-controlled real property under the Center's cognizance, including property that is owned, leased from others, and held under permit or other use agreement, has been reviewed and is being put to its best use. A list of real property assets is not required to be submitted with the letter.

5.5 Facility Status

5.5.1 Utilization Classifications and Criteria

5.5.1.1 In the Annual Utilization Review, each Center analyzes uses of various facilities and classifies them in the RPMS. The classification of an asset may affect not only NASA consideration for continuing operation, out-leasing, or disposal, but also triggers actions by NASA. An asset's classification may also determine how its value is treated in NASA accounting.

5.5.1.2 A facility is classified "Active" if it is being utilized for a specific current program, near-term program, or institutional requirement. Space utilization of active facilities is normally at least 50 percent or the usage level exceeds 50 percent of the number of days that it is available.

5.5.1.3 A facility that has no specific current or near-term program or institutional requirement is "Inactive." The following conditions characterize all inactive facilities or parts of facilities that are inactive:

- a. No personnel occupy the facility.
- b. Utilities are curtailed, other than as required for fire prevention, security, or safety.
- c. The facility is secured to prevent unauthorized access and injury to personnel.
- d. The facility does not receive funding for renewal or other significant improvement.

5.5.1.4 Inactive facilities or parts of facilities are classified by status: "Abandoned," "Mothballed," and "Standby," which are as follows:

a. Abandoned status applies to inactive facilities for which there are no reactivation plans. Facility systems and collateral equipment will be considered for excess or identified for use at other NASA locations where it is feasible and cost effective. The following conditions characterize abandoned facilities:

- (1) All utilities are secured and disconnected at the first service equipment location outside the facility, with the exception of those needed for fire protection, security, or safety.
- (2) The facility is secured to prevent the pilfering of salvageable materials.
- (3) In coordination with the Center Environmental Office, environmental surveys have been completed and required remediation is identified and programmed.
- (4) All personal property has been removed and accounted for.
- (5) Hazardous material removal is complete.
- (6) Plans are in place to demolish or declare the facility excess at the earliest practical date.

b. Mothballed status applies to facilities that have been deactivated but for which maintenance measures have been taken to prevent deterioration of essential systems. Mothballing generally results in higher first-year costs, but future annual costs are lower due to reduced maintenance and repair requirements. The total time to deactivate and then to reactivate a facility, including the mothballed period, generally exceeds 36 months. The following conditions characterize mothballed facilities:

- (1) Utility systems and collateral equipment have been properly prepared for long-term inactivation without significant deterioration. Selected systems, such as cathodic and fire protection systems, are kept in operation and routinely inspected.
- (2) The facility interior is equipped with appropriate environmental control to prevent significant deterioration.
- (3) Hazardous materials have been removed.
- (4) The facility exterior envelope is inspected routinely and the integrity and appearance of the exterior shell are maintained.
- (5) Personal property is reported to the Center Personal Property Office for reutilization screening and disposition.

c. Standby status applies to facilities that are temporarily not in use but appropriate maintenance measures have been taken to maintain essential operating systems in a state of readiness or availability for future use. Selective, cost-effective facilities maintenance and repair are required. Total time to deactivate and then to reactivate the facility, including the standby period, is expected to be 36 months or less. The following conditions characterize standby facilities:

- (1) Utility systems and collateral equipment are secured as appropriate; equipment is cycled in operation on a planned basis to prevent deterioration.
- (2) The facility interior is equipped with appropriate environmental control to prevent deterioration.
- (3) Hazardous materials removal is complete.
- (4) Personal property is reported to the Center Personal Property Office for reutilization

screening and disposition.

5.5.2 Funding for Inactivation or Reactivation of a Facility

5.5.2.1 Costs for inactivation or reactivation of a standby or mothballed facility should be funded in accordance with the appropriate appropriations available at the time of the activity.

5.5.2.2 If the reactivation or deactivation is in support of a specific program, that program should ensure that funds for the activity are available.

5.5.2.3 Multiprogram technical or support facilities should be funded by a multiprogram-type account that is consistent with NASA funding policies.

5.5.3 Change of a Facility's Status

5.5.3.1 A decision to change the status of a facility should be based on the most cost-effective approach, considering the significant costs required to prepare a facility for mothballing or standby, and the additional costs for reactivation. Abandonment also could require significant expenditures to identify and correct any past environmental damage.

5.5.3.2 When the FUE identifies the need to change the status of an asset, the Real Property Accountable Officer (RPAO) shall enter the proposed status in the Change of Status portion of the asset's RPMS property record.

5.5.3.3 The FUE shall ensure that all determinations to remove facilities from active status or to reactivate inactive facilities are approved by the FURB and certified by the Center Director or the Deputy Director.

5.5.3.4 When a facility is removed from active status, the RPAO shall:

- a. Update the Center's RPMS to reflect the new status (Abandoned, Mothballed or Standby).
- b. Send notification to the Center Master Planning Office describing the change.

5.5.3.5 Inactive status may be applied to an entire facility or to only a portion. The CRV, (see Section [2.3.4](#) of this NPR) of a facility reclassified as inactive shall be reduced by the percentage that is inactive. For example, if the status of a fully utilized facility changes to 50 percent inactive (whether the unused space is placed on Standby, Mothballed, or Abandoned), its CRV should be reduced by half. A facility that is 100 percent inactive has a CRV of \$0.

5.5.3.6 When a facility classification is changed, the facility number shall remain the same so that capitalization and other expenses can continue to be tracked with it.

5.6 Standard Allowance for Office Spaces

5.6.1 General Guidance for Standard Space Allowance for Offices

5.6.1.1 A Center-wide average density of 110 net square feet per person (nsf/person) is the optimum for office space. It is the midpoint between the austere density limit of 95 nsf/person and the acceptable liberal limit of 125 nsf/person.

5.6.1.2 An average density factor that falls outside the range of 95 to 125 nsf/person may be reasonable in special circumstances. The following are considerations for such circumstances:

- a. The grade structure of the personnel housed.
- b. Special office equipment and internal circulation space needs.
- c. Space needs of equal grades versus functional factors, such as supervisory positions versus nonsupervisory, receptionist versus secretary.

5.6.1.3 Efforts to conform too rigidly to density standards can result in continuous and costly adjustments to space allocation and are therefore discouraged.

5.6.1.4 Centers should refer to GSA Federal Management Requirements 102-79 for GSA's policies for the assignment of space by Federal agencies. It also states that all Federal agencies are to promote optimum use of space and assign space based on mission requirements.

5.7 Space Allowance Standards for Systems Furniture

5.7.1 General Guidance for Space Allowance Standards for Furniture Systems

5.7.1.1 When using space-efficient furniture systems in open office areas, higher densities must be achieved to justify the acquisition cost. For planning purposes, the following standards may be utilized to achieve an optimum systems furniture overall density of 95 square feet/workstation. Excluded from this factor are special-purpose office support areas, such as for personnel above GS-15.

Table 5-1 Space Allowances for NASA Staff Using Office Furniture Systems

Staff Category	Avg. ft ² /Workstation	X	Circulation Factor	=	Total Allowance
General Staff (Engineers, Analysts, Technicians, Clerical)	70	X	1.25	=	88 ft ²
Supervisors, Senior Staff, GS-13/14	110	X	1.2	=	132 ft ²
Secretaries to Supervisors	90	X	1.2	=	108 ft ²
Managers/GS-15	150	X	1.1	=	165 ft ²
Secretaries to Managers (With Reception Seating)	120	X	1.1	=	132 ft ²

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